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17. ABSTRACT (MAX. 250 WORDS)

One of the major programs affecting New York City schools, Higher Horizons, is a quest for the kind of education which will enable disadvantaged children to compete with other children on the basis of equality and to receive a fair share of the rewards of society. Major facets include compensatory services, expanded guidance services, cultural enrichment, parent involvement, and instructional improvement.

Serveral projects have been in operation to help dropouts and potential dropouts. Operation Return helps young people who have left school but wish to return and complete high school; a school-to-employment program seeks to motivate potential dropouts to remain in school. Post-graduate training in machine shop work, a civil service course, a joint program of employment counseling and job placement, evening guidance centers for out-of-school youth, and evening high schools with pre-employment courses are other facets of the general program to aid dropouts.

A number of projects have been established for particular school levels. In the elementary schools, junior guidance classes have been organized to prevent the development of serious maladjustment. All-day neighborhood schools, a pre-kindergarten project, a kindergarten project, and early identification and prevention programs are other aspects of the elementary program. Junior high school programs include career guidance classes, reading clinics, and programed instruction.

Other programs include: Zoning, open enrollment, teacher training, identification of able children, additional school personnel and services, a project for non-English speaking students, and the 600 Schools Project for "problem" children and youth vulnerable to delinquency.

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NEW YORK CITY BOARD OF EDUCATION
110 Livingston Street
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NEW YORK CITY PROGRAMS FOR THE EDUCATIONALLY DISADVANTAGED

(Compiled by: Jacob Landers, Coordinator, Higher Horizons)

I HIGHER HORIZONS

This is a mass program which includes all children in the grades and schools affected. It is a quest for the kind of education which will enable disadvantaged children to compete with other children on the basis of equality, and to receive a fair share of the rewards of society. The program now includes: 33,500 pupils in grades 3-6 of 52 elementary schools; 19,500 pupils in grades 7-9 of 13 junior high schools; and 11,000 pupils grade 10 of nine academic high schools and two vocational high schools.

The major facets of the program are as follows:

A. Acceptance of Principle of Compensatory Services

1. Equality of educational opportunity interpreted as "equal to need" rather than "gross equality."
2. Schools with large numbers of disadvantaged children receive special services.
3. These schools receive about 25% more professionals per thousand pupils.
4. Higher Horizons effort costs an additional $3,800,000, or about $60 per pupil. This money goes for 290 program teachers, 157 guidance counselors, and added supplies and other services.

B. Differential Utilization of Services

1. Emphasis on psychological factors
2. Organizational changes
3. Expansion of guidance services
4. Changes in testing program
5. Cultural enrichment
6. Parent and community involvement
7. Instructional improvements

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C. Inspirational Features

1. Belief in educability of children is basic.
2. Efforts to arouse this belief in teachers and parents, as well as children.

II NON-ENGLISH SPEAKING CHILDREN

Within the last few years, dozens of bulletins and curriculum guides have been issued dealing with the education of non-English speaking children, particularly those who are Spanish-speaking. Special classes have been created, as well as original teaching material and teacher-training films. A number of new positions have been created to meet the special needs of the immigrants from Puerto Rico:

-- 100 elementary school Substitute Auxiliary Teachers, who serve as a bridge between the school and community.
-- 125 elementary school Non-English Coordinators, who act as resource people and curriculum assistants, with emphasis on language arts and reading.
-- 38 junior high school orientation coordinators for work with non-English speaking children and their parents.
-- 10 special Spanish-speaking attendance teachers.

In the junior high schools a team project involving demonstration teaching aims to train teachers in methods and techniques of teaching English as a foreign language.

Human Relations Workshops in Puerto Rico have been organized for several hundred teachers and supervisors, and workshops have been aranged in N.Y. City for Puerto Rican educators. There has also been an interchange of teachers with schools in Puerto Rico.

Projects have been initiated in two junior high schools to improve relations between Puerto Ricans and others in the community, and to assist in the orientation of non-English speaking pupils.

III ZONING, OPEN ENROLLMENT, AND BUILDINGS

A. Zoning - The goal of ethnic integration is in practice a cardinal principle to be used in drawing up zones for schools. A Central Zoning Unit established at headquarters has been given specific authority with relation to school boundary lines. It works closely with field assistant superintendents, who have

primary responsibility in this regard. Parent and citizen groups have full right of appeal, and hearings are held if requested, with various stages of appeal.

In connection with site selection a cardinal consideration is the effect it will have on the preservation or promotion of ethnic integration.

The success of these efforts is evidenced by the fact that, despite the steadily increasing percentage of Negro and Puerto Rican children in our schools, their integrated character has been maintained. For example, between 1958 and 1962, our junior high schools gained 18,162 Negro and Puerto Rican pupils, and lost 4,335 other children. Yet the percentage of fully integrated junior high schools remained the same.

Top priority has been given to the problem of relief of overcrowding. For example, in the two years from Sept. 1957 to June 1959, a total of 25,528 children were shifted, for better school utilization and in almost every case, for improved integration. Between September 1961 and September 1962, the number of pupils affected in this way was 11,484.

B. Open Enrollment Program - The objective is to give as many children as possible in selected elementary and junior high schools with a heavy concentration of Negro and Puerto Rican population an opportunity for education in schools with a varied ethnic population. Since Sept. 1960, more than 10,000 transfers have been authorized, and, in any one year, there have been as many as 124 "receiving" elementary schools, and 134 "sending" elementary schools. "Sending" schools are those with 90% Negro and/or Puerto Rican population (elementary) or 85% (junior high school); "receiving" schools have 25% or less Negro and Puerto Rican population, and are also under-utilized by 10% or more. Transportation is supplied free of charge by the city.

On the high school level, permissive zoning, or variances, have permitted larger numbers of Negro and Puerto Rican pupils to attend more integrated schools.

C. Building Construction and Modernization - For the last 10 years, the percentage of building

construction and modernization for "culturally deprived" children has far exceeded their proportion among the children of the city.

IV PROGRAMS FOR DROPOUTS AND POTENTIAL DROPOUTS

A. Operation Return - Young adults who have left high school before graduation can complete their high school education by attendance at day classes. Two high schools are available for young people who, after being out of high school for some time, desire to return to full school attendance. A variety of commercial and vocational courses is available in addition to the usual academic curriculum.

B. Program For Unemployed Youth - Two classes of selected high school graduates not bound for college are permitted to enter the Brooklyn High School for Automotive Trades for a one-year course in automobile mechanics.

C. Continuation School Experiments - Three continuation school experiments, conceived as a coordinated attack upon the dropout problem, have been deemed highly successful in the formal evaluation: Project I, a school and work program, is designed to prevent early school leaving; Project II, an evening school program, is to meet the needs of dropouts who are school-oriented; Project III, a pre-employment and follow-up program, is intended for those dropouts who are alienated from school and/or oriented toward work.

D. Cooperative Education Program - This program aims to provide for the needs of pupils for whom high school education may be terminal, and to enrich vocational and commercial education by supplementing it with related work experience. Students must be high school juniors or seniors and 16 years of age. They alternate between classroom instruction and work on the job related to their training, and are supervised on the job by school personnel. More than 4600 pupils in 52 high schools are involved in the program.

E. Post-Graduate Training In Machine Shop Work - This course is planned for high school graduates

who wish to learn machine shop work. The class conducted at the Manhattan Vocational and Technical High School, has 25 students. The course lasts for one year, and includes 1200 hours of instruction.

F. High School Curriculum Materials - A new bulletin "Curriculum Materials for Meeting School Retention and Pre-Employment Needs" has been extremely useful as a teaching guide for potential dropouts, and includes provision for students on work-experience programs.

G. Civil Service Course - In one high school, a special Civil Service Course has served as motivation for slow pupils. Requirements and standards of government examinations and work form the basis for academic work.

H. Cooperative Education in Municipal Government - A major objective of this plan is the prevention of dropouts. Pupils are paid for working on a part-time basis in municipal departments, and in a variety of clerical, technical, and service functions. The program operates on a 12-month basis and 450 pupils from 28 high schools are currently employed in 28 city departments.

I. School-To-Employment Program - The purpose is to motivate potential dropouts to remain in school, as well as to prepare those who leave before graduation for a smooth entrance into the world of work. It combines paid work experience in private industry or in school with a flexible school program. The work experience is considered part of the school day, is fully supervised, and is rated for school credit. This program is now operating in 12 high schools, 2 junior high schools, and 1 "600" school, and includes 320 pupils who are 15 years or older.

J. Joint Program of Employment Counseling and Job Placement - This program for high school students is a joint venture of the Board of Education and the N.Y. State Employment Service. There are 39 counselors in 47 high schools who screen, register, counsel, and refer youths to jobs. Last year, approximately 400 job placements were made.

K. Evening Guidance Centers for Out-of School Youth - Two centers offer guidance services by trained

counselors for young people between 17 and 21 years of age who are not attending high school. Both centers are open evenings. Staffs include specialists in educational guidance, testing, psychiatric social work, community resources, and education of the handicapped. One center alone counsels approximately 1,000 high school dropouts and adults each year.

L. Evening High Schools, Trade and Pre-Employment Courses - There are 16 evening high schools with an enrollment of 30,000 open to all adults 17 years of age and over. These schools offer technical, commercial and vocational courses as well as the usual academic work, and counselors are available to assist students in planning their programs.

Enrollment in evening trade schools is open to persons employed at trades to which the training is directly related. Attendance is usually 2 evenings a week, in short units of instruction (4 to 24 sessions) or long term units (72 sessions). Enrollment each year is approximately 35,000 in 21 schools.

Pre-Employment courses are available for those not employed. The High School of Fashion Industries provides practice in all phases of the fashion industry for many of the new arrivals to N.Y. City. Day sessions are five days a week, 5 hours a day, with the term of attendance depending on the time the individual student requires to master a marketable skill. One hundred pupils are now registered. In addition, 44 pupils are now registered in an auto mechanics course at the Brooklyn High School of Automotive Trades.

"SIX HUNDRED" SCHOOLS

These are special schools established to care for the special needs of "problem" children and those vulnerable to delinquency. By and large the children are those who are unable to profit from instruction in the usual class setting, and who make it difficult for normal children to receive instruction. In addition to

14 regular day schools, there are 10 institutional schools, 2 schools in remand centers, and 2 schools in hospitals and treatment centers, with a total enrollment of 3,908. The teacher-pupil ratio is approximately 1:8, exclusive of supervisory, guidance, psychological, and placement services. Children cared for are in all grades, 1 through 12, and ages 6 to 21.

I. COMMUNITY PROGRAMS

A. School Volunteers: Although volunteers serve without pay, the administrative staff is paid with Board of Education funds. The objectives are: to relieve teachers of routine chores and to assist in the classroom; to supplement the work of the teacher by assisting individual children especially with reading; to assist in school libraries, school cultural programs, community activities, and the like. In the elementary schools alone 435 volunteers assist in 15 different schools. Two special service* junior high schools, and a Higher Horizons high school are also being serviced.

B. Special Community Projects - The school system is cooperating fully in various demonstration programs to demonstrate methods and practices which may help prevent juvenile delinquency: Mobilization for Youth, in the East Side area of Manhattan, and Haryou, in the Harlem area of Manhattan. In addition to planning, cooperative activities include remedial classes, guidance assistance, dropout programs, work-training opportunities, student-tutoring groups, vocational training, and the like.

* "Special Service" schools are those with a high incidence of special needs, based on the following criteria: reading age; I.Q.; number of pupils receiving free lunch; pupil mobility; language handicap of pupils; permanent tenure. The phrase is descriptive of the special services supplied to the schools.

C. Bureau of Community Education - All special service junior high schools (with seven exceptions because of unusual conditions) have evening community centers; the majority of special service elementary schools have afternoon centers (3:00 - 5:00 P.M.). Almost all special service schools maintain vacation playgrounds. There are also maintained, almost entirely for disadvantaged young people and their parents: 40 summer evening community centers, 56 centers which operate on Saturday evenings, and 16 which operate on Sunday evening; eight Youth and Adult Centers with full-time directors (two of them operate 363 days during the year) and lay advisory boards; 35 all-day summer play schools; 185 day classes in English and Citizenship for adults; 57 evening elementary schools and 7 summer evening elementary schools.

VII TEACHER ASSIGNMENT AND PROMOTION

A. Teacher Assignment - In the elementary schools, an "index" system has been instituted. Schools whose percentage of regularly appointed teachers is above the "index" do not receive any appointments at all. The application of the "index" has tended to increase the percentage of regularly appointed teachers in special service schools. A somewhat similar system in the junior high schools has resulted in a greater percentage of regularly appointed teachers in special service schools than in other schools. In both elementary and junior high schools, there are considerably more regularly appointed teachers per thousand pupils in special service schools than in other schools.

B. Supervisory Licenses - Applicants for positions as assistant to principal in elementary and junior high schools (the first step up the ladder of advancement) are required to have two years of teaching in a special service school.

VIII TEACHER TRAINING

A. Demonstration Research Centers - These are maintained, in cooperation with units of the City University in five schools with special educational problems. The major purpose is to familiarize students with special problems of instruction for educationally disadvantaged children.

B. Student Teachers - The majority of elementary and junior high school student teachers are assigned to receive at least half their training in schools with large numbers of Puerto Rican and Negro children. This is in recognition of the fact that the majority of teachers begin their careers in such schools.

C. BRIDGE Project - This project (Building Resources of Instruction for Disadvantaged Groups in Education) is being conducted in five special service junior high schools, in cooperation with Queens College. Its purpose is to improve the preparations of prospective teachers.

D. Hunter College Project - Selected students of Hunter College are able to volunteer for student teacher assignments to three special service junior high schools, where they receive special help from administration and college instructors. To date, 60 pupils have volunteered, and 80% have remained to teach in the schools in which they were placed.

E. Project Beacon - Three lower Manhattan schools are utilized by Yeshiva University for "Project Beacon," which aims at raising the sights of school children in disadvantaged areas.

F. Other Projects - Eight other colleges and universities in the city carry on demonstration research activities in 13 other special service schools not otherwise mentioned in this report.

IX TESTING TO IDENTIFY ABLE CHILDREN

There has been considerable experimentation with various non-verbal and "culture-fair" tests of intelligence, including the SRA non-verbal, the Raven Progressive Matrices, and the IPAT Culture-Free. Other predictors, generally more useful, have been formulae in which scores from a paragraph meaning test, an arithmetic test, and a non-verbal test have been assigned statistical weights. Recent arrivals from Puerto Rico are given the Cooperative Inter-American test, in Spanish.

X ADDITIONAL PERSONNEL AND SERVICES

A. Junior High School Teacher Programs - Teachers in "special service" junior high schools have a maximum teaching load of 24 periods per week, as compared with 25 periods for other secondary school teachers.

B. Parking - Special parking arrangements for Teachers' cars in congested areas have been made for 59 special service schools. Twenty-five other requests will be approved shortly and others are pending.

C. Guidance Counselors - There are now 248 counselors assigned to the elementary schools, almost all of them serving in special service schools. On the junior and senior high school levels, guidance counselors are assigned to special service schools on a more liberal basis than to other schools. All special service junior high schools have at least one full time counselor; some have as many as 4, with additional part time service.

D. Instructional Materials - Additional funds are given to schools with large numbers of educationally disadvantaged children as follows:

1. Elementary Schools:

All pupils: an additional $1 per pupil.
All Higher Horizons schools: an additional $100 per class.
All Junior Guidance Classes: an additional $100 per class.
Corrective Reading: $50 per school.
All-Day Neighborhood Schools: $600 per school.
Library: various additional amounts.
Since these funds are cumulative, the total additional to each school is considerable.

2. Junior High Schools:

All pupils: an additional $1 per pupil .
"Receiving" schools in open enrollment: an additional $3.50 per pupil.

E. Auxiliary Personnel - Assistant-to-Principals, secretaries, teacher aides, and other auxiliary personnel are assigned in larger numbers, proportionately, to special service elementary and junior high schools than to non-special service schools.

F. Other Services - A large number of additional services, involving the expenditure of many millions of dollars, are devoted entirely or almost entirely to educationally disadvantaged children.

1. Elementary Schools - 267 teachers of corrective reading; 17 teacher training consultants; 100 teachers of library; 708 teachers to reduce class size from an average of 31.7 (the average for most schools) to 28.9.
2. Junior High Schools - 110 corrective reading teachers; 47 positions for help for children transferring under the Open Enrollment program; 31 special teachers of reading, operating as teams, and used exclusively for training of teachers in special service schools; 16 other teacher trainers; 314 teachers to reduce class size from an average of 32.2 (the average for other schools) to 29.4.
3. High Schools - 44 teachers of remedial reading; 68 teachers of remedial speech; 48 special teachers for non-English speaking children; 42 teachers for special educational problems of the disadvantaged; smaller class size (1 pupil per class).

XI OTHER ELEMENTARY SCHOOL PROGRAMS

A. Junior Guidance Classes - These classes aim to provide a track of special classes in elementary schools supported by both educators and mental health consultants (counselors, social workers, psychiatrists, and psychologists). In addition, to preventing the development of serious maladjustment, they provide a resource for disruptive children who are damaging the normal functioning of the regular classes. There are 58 schools, with 159 classes and 200 teachers assigned for 1600 pupils (teacher-pupil ratio, 1:8). In addition, 23 counselors, psychologists, and social workers are assigned, and assistance is available from Bureau of Child Guidance research teams.

B. All-Day Neighborhood Schools - This program has a three-fold purpose: (1) work in curriculum and guidance during the school day in a team relationship with classroom teachers. (2) special group work program after school, 3-5P.M., with priority given to children of working mothers. (3) close cooperation with home, community and child-service agencies. Fourteen elementary schools are involved. Specifically for the program, each school has 7 teachers, 1 secretary and 1 social worker or psychologist.

C. Pre-Kindergarten Project - There are four special classes for 4-year olds (about 70 children) in a special project with the Institute for Developmental Studies Department of Psychiatry, N.Y. Medical College. The objective is to develop a program to demonstrate the effectiveness of a therapeutic curriculum for the socially deprived child.

D. Kindergarten Project - Twenty-five afternoon kindergarten classes now have a three-hour session, instead of the usual two-hour session.

E. First Year Project - Twenty-five first grade classes now have a five-hour school day instead of the usual four-hour school day.

F. Early Identification and Prevention Program - This program attempts to identify and meet special needs of children in grades kindergarten through third year, with special emphasis on the second grade. It provides service to individual children and consultation, assistance, and interpretation of children's behavior to the school staff. The program now includes 37 elementary schools. Each school receives a team consisting of a guidance counselor, a half-time psychologist, and a half-time social worker. Special supervisory and research assistance is also available.

G. Play Group Project - This project was established because of a pressing need to provide additional guidance service in schools beset with multiple problems involving disturbed children. It helps to contain in elementary schools children who might ordinarily have to be suspended or

exempted from instruction. There are now 26 play groups servicing 126 children.

XII OTHER JUNIOR HIGH SCHOOL PROGRAMS

A. Career Guidance Classes - These classes have been organized to supply suitable guidance and training to junior high school students who have been identified as potential dropouts. Classes are now organized in units of six, with wight teachers assigned--six classroom teachers, a guidance counselor, and a shop teacher. There are now 130 such classes, with an average register of 15. Job placement is an integral part of the program.

B. Reading Clinics - Two reading clinics have been opened to help retarded readers in 10 special service junior high schools, with seven teachers assigned.

C. Programmed Instruction - Programmed materials in reading and in mathematics have been developed for use in junior high schools. Almost all special service junior high schools are using these materials on a limited demonstration basis.